BY ORDER OF THE COMMANDER AIR FORCE MATERIEL COMMAND



AFMC INSTRUCTION 65-601 8 MAY 1995

Financial Management

INTRACOMMAND SUPPORT

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This instruction implements AFPD 65-6, *Budget*. The purpose of this instruction is to establish consistent application of the AFMC reimbursement policy for intracommand relationships within AFMC. It excludes interservice agreements covered in AFPD 25-2, *Support Agreements*/AFI 25-201, *Support Agreements Procedures*. This instruction does not apply to the Air National Guard or US Air Force Reserve units and members.

SUMMARY OF REVISIONS

This revision gives new guidance on supplier-receiver funding responsibilities and flexibility in cost allocation methods.

- 1. General Information. AFMC has a multitude of diverse mission responsibilities. In many cases, these responsibilities are funded with different appropriations/fund types based on the nature of work performed. In order to ensure proper cost accounting of required program costs, this instruction requires all AFMC supplier activities (i.e., air base wing, product/logistic/test center staff functions, etc.) to establish a support agreement with other intracommand activities, including single manager program offices, at every AFMC installation, when above standard support is rendered and reimbursement is required. However, it does not include customer orders covered by AFMCI 65-602, *Uniform Reimbursement and Pricing Procedures*. Further, this instruction determines supplier-receiver funding responsibility and distinguishes reimbursable versus nonreimbursable support services. Appropriations that fund reimbursable agreements must comply with propriety of funds rules with respect to time, purpose and amount.
 - 1.1. The following instructions and directives establish the authority and procedures for establishing support agreements:

- 1.1.1. DoDI 4000.19, *Interservice, Interdepartmental and Interagency Support*, provides policies and procedures for interservice support and cooperation between Department of Defense (DoD) components and between DoD components and other Federal agencies.
- 1.1.2. AFPD 25-2 implements DoDI 4000.19 to include intraservice application and directs that support agreements be prepared by supplying activities to formally identify recurring support requirements based on specific support functions, related responsibilities, and reimbursement cost performed by the supplier for the receiver.
- 1.1.3. AFI 25-201 implements AFPD 25-2 by providing procedures and responsibilities for preparing support agreements.
- 1.1.4. AFI 65-601, Volume 1, *Budget Guidance and Procedures*, Chapter 7, contains general financial management policies and responsibilities that apply to support functions involving transactions between component organizations of the Air Force, component organizations of other departments and agencies with DoD, and component organizations of the Air Force and other departments and agencies of the government outside DoD.

2. Terms Explained:

- 2.1. Supplier/Supplier Activity. A unit or activity that has management control of AFMC facilities or resources, and provides services to another unit or activity, referred to as a receiver. The term host has been replaced or updated with the term supplier or supplier activity throughout this instruction
- 2.2. Receiver/Receiver Activity. A unit or activity that receives support services from another unit or activity, referred to as a supplier. Formerly known as tenant, this term is replaced with the term receiver or receiver activity.
- 2.3. Service/Support. The act or occupation of performing work that fulfills a mission related requirement or provides necessary services that benefit a receiver.
 - 2.3.1. Standard Support. The level of support provided to all receivers of a particular service designated by authority as the standard expectation. Standard support is understood to be sufficiently flexible to permit acceptable levels of receiver satisfaction, as determined through standard quality measures, but not enough to permit abuse by either the supplier or receiver. Standard support encompasses common services provided in support of many or all programs at a center versus specified, peculiar, or unique services directly associated with the needs of an individual program. Standard support services are categorized as indirect costs or typically considered "open the door" costs of base or a center's operations and are essential infrastructure functions (e.g., fire protection, base-wide security police, personnel, comptroller, safety, legal, etc.) not directly associated to a program/ activity's mission requirement, but nevertheless specifically required for AFMC activities to operate from a given location.
 - 2.3.2. Above Standard Support. A level of support service that exceeds the standard support services established by the supplier. These services are typically those services required by an activity to achieve its specific mission objectives in a more efficient, or cost effective manner and can be established as directly attributed or benefiting the requester. These requirements can be either for a peculiar/unique type of service or for increased quantity or frequency of common services. In many cases, above standard support services will be acquired through a center/base supplier for reasons of efficiency, timeliness, economies of scale, or due to established suppliers.

- 2.4. Intracommand Receiver. Any AFMC activity that establishes a support agreement with an AFMC supplier activity. This could include any subelement of an AFMC direct reporting unit, such as a single manager, product/mission directorate, program office, laboratory or test unit.
- 2.5. Intracommand Support Agreement. A DD Form 1144, **Support Agreement**, between two units of the same major command (MAJCOM) (the AFMC supplier and AFMC receiver). A support agreement is an authorized process for enhancing the level of support to a receiver when the established standard level of support will not meet the receiver's needs.
- 2.6. Direct Costs. Expenses that can reasonably, economically, and consistently be identified immediately and directly to a customer (user) program, project or a final cost objective and that are documented. "Immediately" and "directly" mean at the time the expense is incurred.
- 2.7. Indirect/General and Administrative (G&A) Overhead Costs. Indirect costs are 100 percent attributable to the support of a mission, but above the first level of supervision. They do not produce the primary product or service, and are within a direct reporting cost center that cannot be identified specifically to a single final cost objective. G&A overhead costs are less than 100 percent attributable to a specific mission and support the facility as a whole and are therefore allocated to all functions/outputs. Both types of costs include institutionally-funded operating costs for an AFMC activity not reimbursed under the direct cost funding policy.

3. Supplier-Receiver Responsibility:

- 3.1. Each AFMC center/base will establish a standard support level of service applicable/available to all AFMC intracommand activities they are responsible for supporting, consistent with all the following:
 - 3.1.1. The direct budget authority available to the supplier in providing baseline support and organic capabilities.
 - 3.1.2. Definitions within this instruction.
 - 3.1.3. AFMC Supplier-Receiver Funding Responsi-bility by Type of Service (attachment 1), provided in this instruction, except as otherwise provided for in a DD Form 1144.
- 3.2. Upon request of the receiver, the supplier renders support services to the receiver as prescribed in the supplier-receiver support agreement. All AFMC supplying activities will prepare DD Forms 1144 (attachment 2), that document recurring support based on specific support functions, related responsibilities and reimbursement services performed by the supplier and reimbursed by the receiver. Procedures for completing DD Forms 1144 are contained in AFI 25-201. Categories and levels of service provided will be defined as either standard or above standard support by AFMC activities. A DD Form 1144 is not required when only standard support is provided to an intracommand receiver or there is no request to provide above standard support on a reimbursable basis to the receiver, unless specifically required by HQ USAF/LG.
- 3.3. When support service is above standard, an essential element in establishing a support agree-ment is the recognition and acceptance by the receiver of the services received and the cost associated with the supplier providing the service. Completion of DD Form 1144 is required to substantiate this agreement. A support agreement is not an authorized process for supplementing the supplier's base operating O&M type funds, or to alleviate current year shortfalls experienced by the supplier in providing standard level services. The supplier must resolve funding shortfalls through the

reduction of standard level of service provided all activities, or the unfunded requirements process. If, however, the established standard level of support does not meet, or should fall below a receivers' needs, they may at their discretion request above standard support via the support agreement process.

3.4. Changes to support agreements should be coordinated and implemented budget leadtime away to minimize the impact of unfunded requirements in either organization. The supplier/receiver should periodically review support agreements according to AFI 25-201 to evaluate standard level service and above standard, peculiar, or unique requirements to ensure proper assignment of responsibility between the supplier and receiver for budgeting and funding.

4. Budgeting and Funding Responsibilities of the Receiver and Supplier:

- 4.1. The policies and procedures established in AFI 25-201 and AFI 65-601 for support agreements are to be followed as the basic framework for negotiating and delineating funding responsibilities, unless otherwise provided for in this section.
- 4.2. The supplier will provide a standard level of common support without reimbursement from all intracommand receivers, except to AFMC receivers who are part of the Defense Business Operations Fund (DBOF), since they are required by DoD direction and AFI 65-601 to reimburse full cost to suppliers. However, beginning FY 96, Program Budget Decision (PBD) 419 directed Defense Commissary Agency (DeCA) to reimburse only identifiable and measurable incremental cost instead of full costs to suppliers. Intracommand receivers will be responsible for funding above standard, peculiar or unique support services. The baseline to delineate AFMC supplier versus receiver funding responsibilities of support services are shown in AFMC Supplier-Receiver Funding Responsibility by Type of Service (attachment 1). Deviations from this baseline are authorized only to the extent they are documented in a DD Form 1144 and are coordinated with the center FM to ensure fiscal law principles are not circumvented (e.g., funding propriety, and augmentation of appropriations).

4.3. Areas of Special Interest:

- 4.3.1. Civilian Personnel Costs. All DoD civilian personnel costs are budgeted and funded from the program element and appropriation in which they are authorized. Overtime, which is directly attributed to a receiver requirement, should be considered for reimbursement to the supplier.
- 4.3.2. Real Property Maintenance Activity (RPMA). Use criteria established in attachment 1. However, if maintenance and repair (M&R) work (EEIC 521/522) is not within the capability of the supplier, and is performed to meet what the base civil engineer and intracommand receiver agrees constitutes a peculiar/unique requirement of the intracommand receiver, the project cost could be considered for reimbursement from the intra-command receiver. Reimbursable M&R work must receive prior coordination by the center comptroller or his or her designee. The intracommand receiver has the authority and responsibility to determine that:
 - 4.3.2.1. M&R projects are essential to the overall program's mission success or in special circum-stances to maintain or increase personnel effective-ness or efficiency within the work place of the organization, to warrant use of program mission funds.
 - 4.3.2.2. Funds provided meet all fiscal law requirements.
 - 4.3.2.3. Discretion must be exercised in applying this authority so as to not abrogate the base civil engineer's responsibility to fund essential M&R requirements to keep the basic infrastructure at an acceptable level to sustain mission operation or meet health, safety or environmental

requirements of AFMC activities.

- 4.3.3. Reimbursable support costs should include costs to restore facilities or equipment to the original configuration when modification has been previously made by the receiver and restoration is deemed necessary.
- 4.3.4. Items of technical equipment procured by receiver activity's program funds for direct support, but no longer needed by the activity, will stay at the facility site for use by the supplier activity or disposed of by the receiver, at the supplier's option.

5. Cost Allocation Method:

- 5.1. The cost allocation method of providing support services should be based on measurable determinants (e.g., hours, computer time, personnel serviced, square footage, etc.) or a prorated share of contract services based on direct benefit received by each intracommand receiver. Allocation based on a percentage of the intracommand activity's obligation authority is not an appropriate cost allocation method, when it does not relate to the direct benefit received by the receiver. However, it may be used only if this is the most appropriate method available. Documentation must be maintained to support justification for using this method over others available. Also, documentation must be maintained by the intracommand supplier to support costs charged to intracommand receivers and provide for an adequate audit trail so that the accuracy of these costs can be verified.
- 5.2. "Basket" Intracommand Activities. The basket program manager manages several small (non-major) similar projects/programs that share management and technical support. He or she must determine the appropriate cost allocation method among the various elements of the program office to reimburse the supplier for above standard services for which the program receives a direct benefit. The supplier activity and the basket program manager must agree on the fair share allocation based on a cost allocation method consistent with the benefit received from the services for each of the elements of the basket program office.

C. G. BRIDGES, Colonel, USAF Director, Financial Management & Comptroller

Attachment 1

AFMC SUPPLIER-RECEIVER FUNDING RESPONSIBILITY BY TYPE OF SERVICE

Table A1.1. Funding Responsibility

SERVICE	SUPPLIER RECEIVER			
Commercial transportation (outbound second destination)	All except shipments in connection with a receiver PCS and TDY.	Shipments in connection with receiver PCS and TDY.		
2. Communication services (see notes 1 and 2)	Common-user communication services (numerical class of service, formerly called class A and C, and DSN capability), except for long distance service.	Communication requirements that are not in the core capability of the supplier. Upgrades or enhanced capability and all tolls and other services supporting mission requirements.		
3. Custodial	On-base facilities per AFR 91-2, Civil Engineering Maintenance, Inspection, Repair and Training (CEMIRT) Regions, at the AFMC standard level of service, except operational facilities such as crew alert facilities, etc., requiring special level of effort, or facilities occupied by contractors supporting the receiver.	All services above the AFMC standard, as well as, operational facilities such as crew alert facilities, etc., requiring special level of effort; facilities occupied by contractors supporting the receiver; and all custodial services for off-base units except for jointly occupied leased real property which is the responsibility of the supplier.		
4. Dormitory furniture and furnishings	All TA 414 requirements, except off-base receivers with dormitory maintenance responsibility.	Special category requirements such as alert facilities, ready rooms, etc.		
5. Leased real property	Jointly occupied facilities.	Facilities occupied solely by the receiver.		
6. Maintenance:				
a. Other than RPMA projects	For intermediate level maintenance of aircraft, missiles, general purpose vehicles not permanently dispatched or owned by the receiver, and ground powered equipment, etc., beyond the organized capability of the receiver.	Organizational maintenance of assigned aircraft, missiles, and equipment; for intermediate level maintenance when receiver is organized to perform this function; and for vehicles permanently dispatched to or owned by the receiver.		

b. RPMA projects. Include maintenance, repair, and minor construction, architectural and engineering (A&E) design (only a supplier cost)	For on-base facilities whether work performed by in-house or contract, except minor construction projects with funded cost over \$2,000. (Includes A&E design services, see AFI 65-601, vol 1, para 7.7.3.10.) The implementing command will program, budget and fund for allied support minor construction cost included in the Air Force standard communications-computer programs.	If M&R (EEIC 521/522) work is not within the capability of the supplier, and is performed to meet what the supplier and receiver agrees constitutes a peculiar/unique requirement, costs are reimbursed from the receiver (Note 4). For off-base facilities whether work performed by supplier work force or by contract, and on-base minor construction projects with funded cost over \$2,000. For all maintenance of RPIE in off-base facilities whether work performed by supplier work force or by contract.
c. Real property installed equipment (RPIE)	For all maintenance of RPIE in on-base facilities whether accomplished by in-house work force or contract.	For all maintenance of RPIE in off-base facilities whether work performed by supplier work force or by contract.
7. Military construction	Assist receiver by developing project documents supporting request for funding.	All on- and off-base projects for receivers. The command having jurisdiction over the off-base installation, site or facility has responsibility.
8. Rentals:		
a. Vehicles such as local taxis, buses, etc. (AFI 24-301, <i>Vehicle Operations</i>), when used by personnel other than in a travel status	If supplier would have normally had responsibility to provide service from assigned vehicles for such transportation. Examples are routine shuttle bus services, etc., between work areas, housing, and recreational areas.	If receiver would have normally had responsibility to provide service from assigned vehicles. Examples are special transportation required for access to work areas, housing, or recreational areas.
b. All other vehicles per AFI 24-301	If rented to supplement vehicle authorization of supplier.	If rented to supplement vehicle authorization of receivers
c. Equipment (other than locally-procured investment equipment)	If rented to accomplish base support responsibility in support of receiver mission and supplements a supplier organization authorization.	If rented to accomplish receiver mission responsibility and supplements receiver authorizations.
d. Locally-procured investment equipment	If rented to fulfill receiver's approved equipment authorization (see AFI 65-601, vol l, para 7.7.3.2., for exceptions for RDT&E receiver).	
e. Post office boxes	If rental is for convenience of the supplier.	If rented at request of the receiver for the receiver.

f. IPE (other than remotes in telecommunications program for subscriber terminals accessing Local Digital Message Exchange (LDMX) or Automated Telecommunications System (ATS))	a. If system is capable of stand-alone use (CPU and peripherals) and supplier is user; applies whether or not system is used as a remote.	a. If system is capable of stand-alone use (CPU or peripherals) and receiver is user; applies whether or not system is used as a remote.
	b. If Air Force remote (less than full computer system) can access only the supplier computer regardless of user.	b. If remote (less than full computer system) can access multiple computers, or the accessed computer is external to Air Force, and receiver is user.
	c. If supplier-operated remote (less than full computer system) can access multiple computers, or a computer ex- ternal to the Air Force.	
9. Support functions to the extent they are not self-supporting: Information Services Food Service Operations Ground Safety Family/Social Actions Programs Religious/Ethnic Activities Officer & Enlisted Quarters Supply Control & Warehousing Property Disposal Fire Protection Headquarters Staff Operations: Comptroller/Financial Mgmt Services Personnel Office Services Procurement & Contract Services Legal Security Data Processing/Computer Center Services & Equipment Reproduction Services (AFI 37-162, Managing The Processes Of Printing, Duplicating and Copying)Medical Civil Engineering Services Intelligence	These categories of support services are typically a responsibility of the supplier to the extent (for labs and test centers) they include either direct or indirect costs for providing a standard/common level of service that is available basewide to all intracommand activities.	Costs for above standard support that are directly attributable to unique/peculiar requirements of the receiver (Note 3).

10. Education and training

Categories of training basewide to support programs promoting fair treatment and barrier-free work centers (i.e., social actions, EEO, substance abuse, sexual harass-ment). Also include military off-duty education and civilian career development training. Mandatory courses for APDP certification are provided and funded solely through Defense Acquisition University (DAU). General in-house training of program office personnel (e.g., small computer training, quality, supervisory, administrative, and executive training).

All other training required by the receiver's mission. Specialized technical training to assigned personnel that directly relate to performance of functions in support of the program mission objective.

11. ADP support

Should be viewed as necessary cost element to allow activities or individuals to perform their day-to-day mission.

These costs should be segregated by who the primary customer is requiring the service. In other words, if a customer (user) was not here, would there still be costs incurred for the ADP requirement or the requirement to sustain the ADP capability for other users?

(If yes, the supplier funds. If no, the receiver funds.)aa

At a minimum, the following will be considered standard support and require O&M type funding:

- 1. Direct costs of any computer platforms/printers on which standard base level systems are operated. Examples of directly related costs are contractual hardware/software maintenance and cost of supplies that can be identified to the specific computer platforms/printers.
- 2. Direct cost for any computer platforms/printers on which installation or command unique software not related to the RDT&E or acquisition mission is operated. Examples are contractual hard-ware/software maintenance, contractual software modification/ development, and the costs of supplies that can be identified to the spe-

Equipment upgrades in capability as part of basewide upgrades are funded by the supplier.

cific platform/printers.

- 1. Receivers pay for any unique requirement and their fair share of incremental costs the base incurs to support their operational needs. (Fair share should be based on a cost allocation method best suited to accurately allocate these costs.)
- 2. For installations supporting activities with an RDT&E/acqui-sition mission, 3600 program funds will provide much of the cost of operating their computer operation. A portion of the computer cost may be viewed as standard support and require infrastructure O&M type funding support. Standard support would not include the operating costs of administrative systems such as LANs/WANs where the development/acquisition program demands a nonstandard system.
- 3. Creation and maintenance of development and acquisition program cost estimating models, financial management tools, procurement tools, etc., including costs associated with these activities which allow the recipients to do their job more effectively.

		4. Additionally included are costs associated with staff agencies providing support that has been defined as above standard, i.e., if a receiver wants staff personnel to have a specific computer to allow better interchange of data between two organizations. However, if the program/requirement goes away, so does the need for specialized equipment. Ground rule - if the receiver were not here, would ADP support costs be incurred? If yes, supplier pays. If no, receiver pays.
12. Product/Logistic Center staff support	Standard type service for staff consists of training, travel, supplies, computer systems for basic Air Force functional support (personnel, manpower, accounting and finance, supply, civil engineering, etc.) basic communications, utilities, security, safety and commanders support group. Also includes services such as: interpretation of regulations and policies, representation of center at MAJ-COM/USAF/DoD-wide con-ferences or workshops and advo-cating center requirement to higher head-quarters.	1. Travel in direct support of SPOs and any additional items that acquisition staff offices require to support the acquisition or specific program office mission. 2. Cost associated with unique equipment, and equipment main-tenance required to meet program office equipment compatibility. 3. Cost of outside contractors to perform special projects/studies uniquely beneficial to a specific program office or a group of program offices.
13. Utilities	Responsible for providing all utilities pertaining to the receiver accomplishing its mission. Excludes unique utility requirements established solely by the receiver whereby the supplier must establish a special capability to obtain such utilities. Examples of unique requirements are pure or uninterrupted electrical power supply, unique water purification or treatment facilities, etc.	Responsible for any unique utility requirements associated with accomplishing the mission of the receiver organization, whereby the supplier base has to establish or operate a special capability to provide required utilities. For receiver units located off base, the receiver has funding responsibility for utilities.

Notes:

- 1. For receiver units located off-base, the receiver has funding responsibility for all communication service generated through use of other than the base supplier system.
- 2. At activities where the Air Force is the Defense Metropolitan Area Telephone System (DMATS) manager (for example, Dayton, Ohio), Air Force receiver activities will also be billed for DMATS overhead costs and prorated FTS-2000 service.
- 3. When the supplier does not have the organic capability to provide one of these services and it must be accomplished by contract, the receiver is responsible for funding for the service for off-base receiver (tenant) requirements.
- 4. Determination of reimbursable M&R work must receive prior coordination by the supplier comptroller or his or her designee.

Attachment 2

SUPPORT AGREEMENT

Figure A2.1. DD FORM 1144

SUPPORT AGREEMENT					
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5. SUPPLYING ACTIVITY			6. RECEMNIC ACTIMITY		
PRODUCT, LOGISTICS,OR TEST CENTER/FM) STREET ADDRESS AFMC AFE, OH 45433		AFMC PROGRAMOFFICE STREET ADD RESS AFMC AFB, OH 45433			
b. MAJOR COMMAND			b. MAJOR COMMAND		
AFMC			AFIMC		
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(B-6) Communications Services			Assigned Personnel	xxxxxx	
(B-9) Custodial Services			Assigned Personnel	хооооох	
(B-29) Refuge Collection			Sq. Ft.	xxxxxx	
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DD FORM 1144, MAR 92 (EF-V1) POPORMARO)

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 GENERAL PROVISIONS (Complete blank spaces and add additional general provisions as appropriate: e.g., exceptions to printed provisions, additional parties to this agreement, billing and removus ement instructions.)
a. The receiving components will provide the supplying component projections of requested support. <i>Plignificant changes in the</i> receiving component's support requirements should be submitted to the supplying component in a manner that will permit timely modification of resource requirements.)
b. It is the responsibility of the supplying component to bring any required or requested change in support to the attention of (AFMC PRODUCT, LOGISTICS, OR TEST CENTER)FMB OR FMI Address prior to changing or cancelling support.
c. The component providing reimbursable support in this agreement will submit statements of costs to: DAO-DB (Appropriate Office Symbol), Address
d. All rates expressing the unit cost of services provided in this agreement are based on current rates which may be subject to change for uncontrollable reasons, such as legislation, DoD directives, and commercial utility rate increases. The receiver will be notified immediately of such rate changes that must be passed through to the support receivers.
e. This agreement may be cancelled at any time by mutual consent of the parties concerned. This agreement may also be cancelled by either party upon giving at least I 80 days witten notice to the other party.
f. In case of mobilization or other emergency, this agreement will remain in force only within supplier's capabilities.
g. The receiving activity will be billed monthly prusuant to terms of the signed Support Agreement. Funding for support not covered under this agreement will be required under separate cover. Request funding documents be addressed to (appropriate office symbol) and reference agreement number.
h. Monthly billings will be addressed to (office and address identified in paragraph 11b.)
i. Authority:
(1) DODI 4000.19 Interdepartment & Interagency Support, 15 Apr 92
(2) AFPD 25-2, Support Agreements, 19 Mar 93
(3) AFI 25-201, Support Agreement Procedures, 15 Nov 94
ADDITIONAL GENERAL PROVISIONS ATTACHED: X YES NO 12. SPECIFIC PROVISIONS (Hs appropriate: e.g., location and size of occupied realities, unique supplier and receiver responsibilities,
oonditions, requirements, quality standards, and criteria for measurement/reimburs enent of unique requirements.)
ADDITIONAL SPECIFIC PROVISIONS ATTACHED: YES NO